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The Cleveland City Planning Commission 1972-1973 annual report

Cleveland (Ohio). City Planning Commission

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... there was a certain river and many human beings were in it, struggling to get to the shore. Some succeeded, some were pulled ashore by kind-hearted people on the banks. But many were carried down the stream and drowned. It is no doubt a wise thing, it is noble that under those conditions charitable people devote themselves to helping the victims out of the water. But ... it would be better if some of those kindly people on the shore engaged in rescue work, would go up the stream and find out who was pushing the people into it."

"It is in this way that I would answer those who ask us to help the poor. Let us help them, that they may at the last fight the battle (against) privilege with more strength and courage; but let us never lose sight of our mission up the river to see who is pushing the people in."

Tom L. Johnson, Mayor
City of Cleveland
1901-1909

cleveland city planning commission 1972 1973 annual report

Mayor • Ralph J. Perk

city planning commission

Executive Director Norman Krumholz

Chairman – Allen Fonoroff

Bishop William M. Cosgrove

Wallace G. Teare

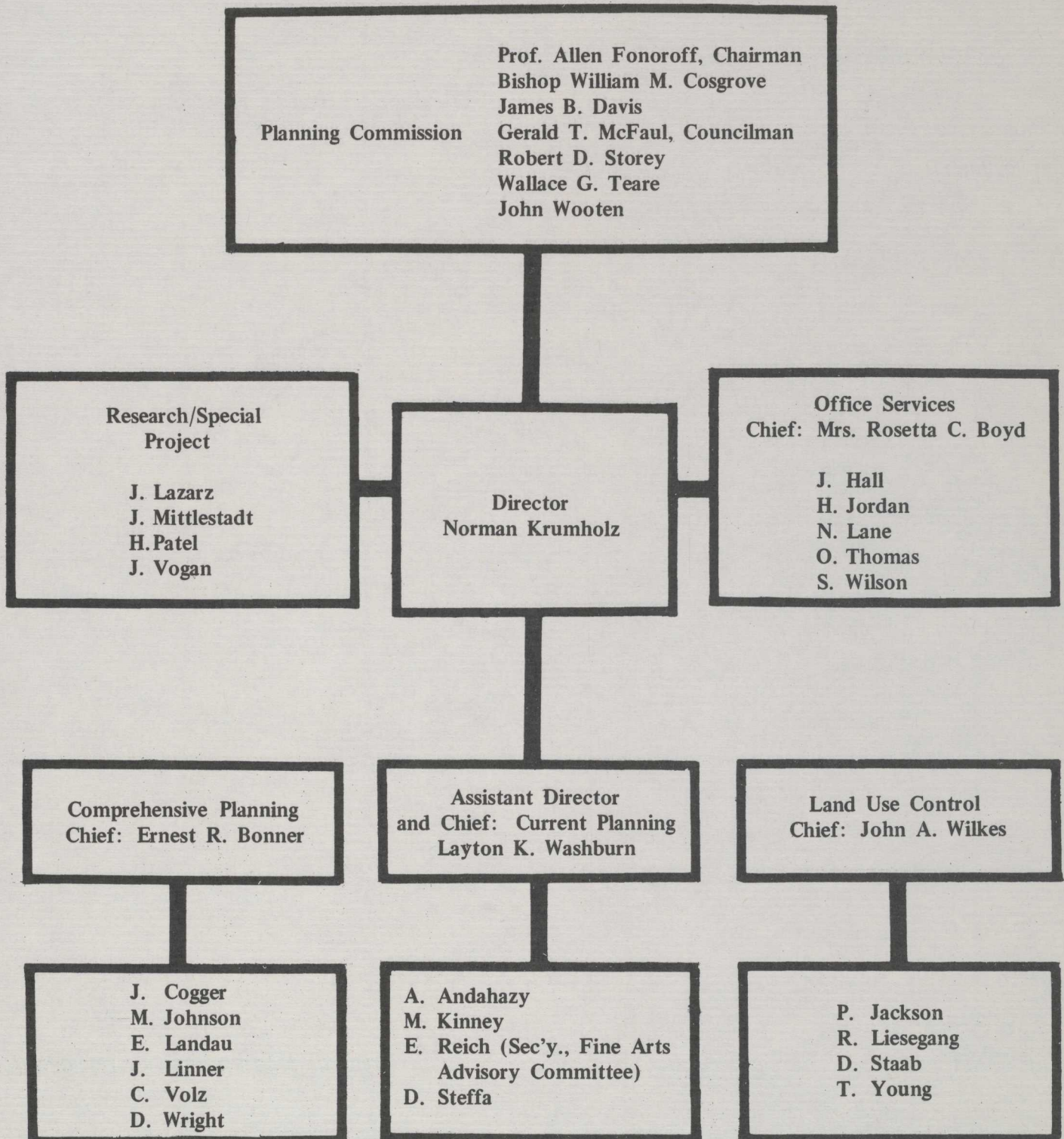
James B. Davis

Gerald T. McFaul

Robert D. Storey

John Wooten

planning commission table of organization



foreword

The basic functions assigned to the Planning Commission by the Charter of the City of Cleveland are:

- To prepare, adopt and modify a comprehensive plan of the City, showing its present condition and planned future development.
- To prepare each year a Six-Year Capital Program and a Capital Budget for the ensuing year for consideration by the Mayor and the City Council.
- To make recommendations to City Council on all bills affecting the comprehensive plan, street plans, land subdivisions, the capital program and budget, zoning ordinances and the purchase and sale of City-owned land.
- To approve or disapprove of plans of streets and revisions of such plans and land subdivision plans.
- To make recommendations to Council on all proposed zoning modifications.

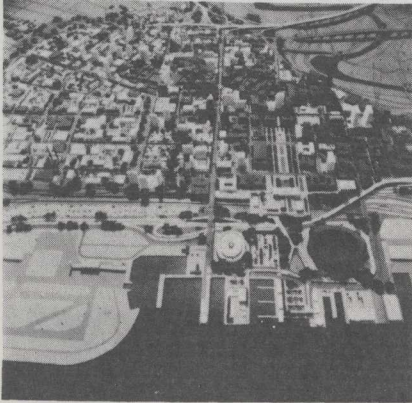
In addition, it seems clear that the Planning Commission must play a more meaningful role in resolving the immediate, crucial problems which make up the urban crisis in the City of Cleveland:

1. the Planning Commission must constitute a mechanism for coordinating functional program areas and line departments in order to reinforce executive capacity. By bringing conflicting inter-departmental policies and programs into more manageable relationships, the Planning Commission will help reduce overlap and confusion. Increased savings and efficiency will result.
2. the Planning Commission must take as its ultimate goal the challenge of promoting a more equitable allocation of society's benefits by helping to overcome obstacles to access and choice — particularly among the poorest and least powerful members of our population. The Commission must increasingly function as an agency for social and economic change, and bring this point of view to bear before the City's decision-makers on all policies and programs coming before it.

This report is an account of the progress made toward carrying out these responsibilities between January 1972 and January 1973.



comprehensive planning division



Twenty-three years have elapsed since the City Planning Commission published the Comprehensive Land Use Plan for the City of Cleveland. During that period, this physical plan has been maintained and updated on a periodic basis, and various neighborhood reports dealing with aspects and proposed changes in the plan have been issued. Updating of this plan continues. But in a City ninety-five percent of whose land is already developed, and where a strong market demand for new development simply does not exist in many neighborhoods, the Comprehensive Land Use Plan has had limited application. Some new document had to be developed to help guide local decision-making.

During the past year the Commission staff has undertaken the development of such a document; a plan which is oriented toward the analysis and formulation of public policy. This Policies Plan is expected to be a major staff contribution during 1973.

Unlike the Comprehensive Land Use Plan whose purpose is to guide physical development, the Policies Plan will be used to assist the Planning Commission, the Mayor and City Council in dealing with and understanding the implications of the many proposals and problems which come before them every week for resolution. The most crucial of these problems have little to do with land use zoning or urban design; rather they have to do with the generally low incomes of the City's people, the deterioration of certain City services and facilities, the declining opportunities for employment and the City's own municipal poverty.

Examples of a few of the pressing issues now facing Cleveland's decision-makers are indicated below:

- The Cleveland Transit System is losing millions each year; its ridership is declining, its service quality is deteriorating. Ultimately, it appears that the fare-box revenues on which the System depends exclusively must be supplemented from other sources. Perhaps the System will move from control by the City and "go regional". What administrative format source of subsidies should the City seek in the best interests of the people of Cleveland — especially when approximately one-third of Cleveland's families depend exclusively on public transit for their mobility.
- The issue of metropolitan or county government in one form or another has been before Cleveland and this region for two decades. It offers the promise of equitable, efficient and economical government services. Within what context and under what conditions will governmental reorganization best serve the interests of the people of the City of Cleveland?
- The quality of housing in the City is worsening and the abandonment of residential properties is well underway in West Central, Western Hough and other Cleveland neighborhoods. What policies must the City support in order to halt or reverse this trend? How best shall it deal with the land coming into its hands through tax defaults?

- Cleveland residents regularly suffer from unemployment rates two and three times higher than other people in the region; in 1970, 25,000 of our full-time employed people earned less than \$100 a week. The City has less and less of the regional share of jobs in the wholesaling, retailing and industrial sectors of the economy. What policies in jobs or income will be most effective in ameliorating this problem?

The list can go on and on. Suffice it to say that cities such as Cleveland need physical plans less than plans which deal with specific problems and their causes; plans that result in policies, or policy guidelines, action programs or individual decisions which result in benefits to the people of the City.

Toward that end, the staff of the Planning Commission has recently undertaken and completed a series of studies which will make up the research background for the Policies Plan.

The staff report on the *Family Assistance Plan and the City of Cleveland* is an attempt to relate local conditions of poverty, under-employment and unemployment to proposed national income policies and help provide a policy position for the Mayor, the Council and Cleveland area U.S. Congressmen with regard to that legislation.

The *Agrico Proposal for Industrial Land Development* was prepared to analyze the implications and economic possibilities of City participation with the Economic Development Administration in the development of new industrial park in Cleveland's west side.

A study of the regional economy and of recommended policies in income will be part of the Policies Plan.

The *Capital Improvement Program* of the City of Cleveland has gone through a vigorous process of reform in the last two years in order to make it a more useable document.

The 1973-78 Capital Improvements Program (CIP) was a landmark document. After years of routine publication of a program which entered only tentatively, if at all, into the capital investment decisions of the City, the Planning Commission chose to re-assess the purpose and effectiveness of capital improvements programming in Cleveland and to attempt some fundamental and necessary changes.

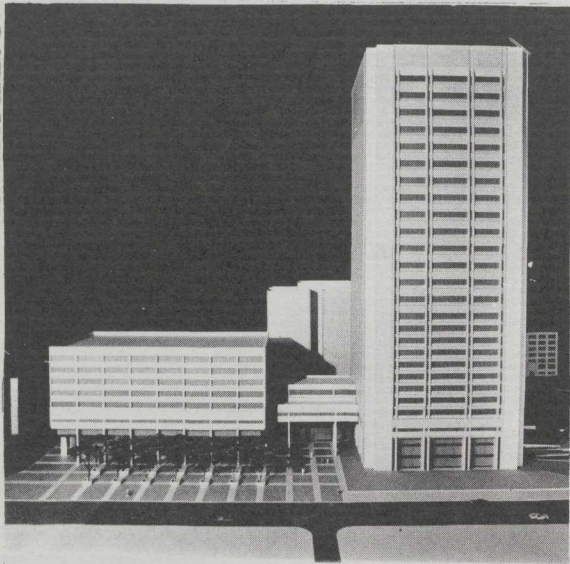
Three capital investment issues were articulated in last year's program:

The 1973-78 CIP includes, as its major component, specific attention to these three issues.

1. "The City appears to be consuming its capital stock at a disturbing rate due to the lack of adequate maintenance and repair programs."

The City's motor vehicle maintenance, repair and replacement programs are a good example of this. Operating departments cite needs for new vehicles and expeditious repair and maintenance of existing vehicles. The situation appears to have reached crisis proportions in the Public Safety Department where patrolmen are walking beats in the absence of patrol cars.





But the solution cannot rest with simply purchasing new cars. A maintenance and replacement schedule must be established and closely followed, assuring that vehicles receive routine maintenance to prolong life and that vehicles are replaced before their maintenance and repair costs are inordinately high. Further, procedures for necessary and non-routine repairs must be established whereby vehicles do not lie idle in garages or lots while waiting for parts, repairmen or equipment to complete the repairs.

In short, the costs of motor vehicle maintenance, repair and replacement — in service as well as money — are too high. The survey of conditions at Harvard Yards* represents the first part of a continuing analysis of this problem, by Planning Commission and Office of Budget and Management personnel. Next year's capital improvements program will include a detailed set of recommendations covering not only capital investments, but also changes in maintenance and repair operations.

2. "In the past, a major portion of the City's capital resources have been devoted to implementing projects which have resulted in increased operating costs. In the future, a larger portion of the City's capital resources might be devoted to those policies and projects which serve to increase operating efficiency."

This year's CIP also contains recommendations for a package of capital investments for three alternative means of waste collection and disposal — each of which would reduce operating costs while maintaining service levels.* These proposals represent a classic case of the judicious use of capital investment to increase the operating efficiency of city departments.

Further, the presentation of three alternatives demonstrates an important concept in the operation of the planning Commission. In the discharge of our basic responsibility to provide advice and information to City decision-makers, it is incumbent upon us to provide alternative solutions to problems in those cases where it is possible, recognizing that important considerations to the Mayor and Council are not always a part of our analysis.

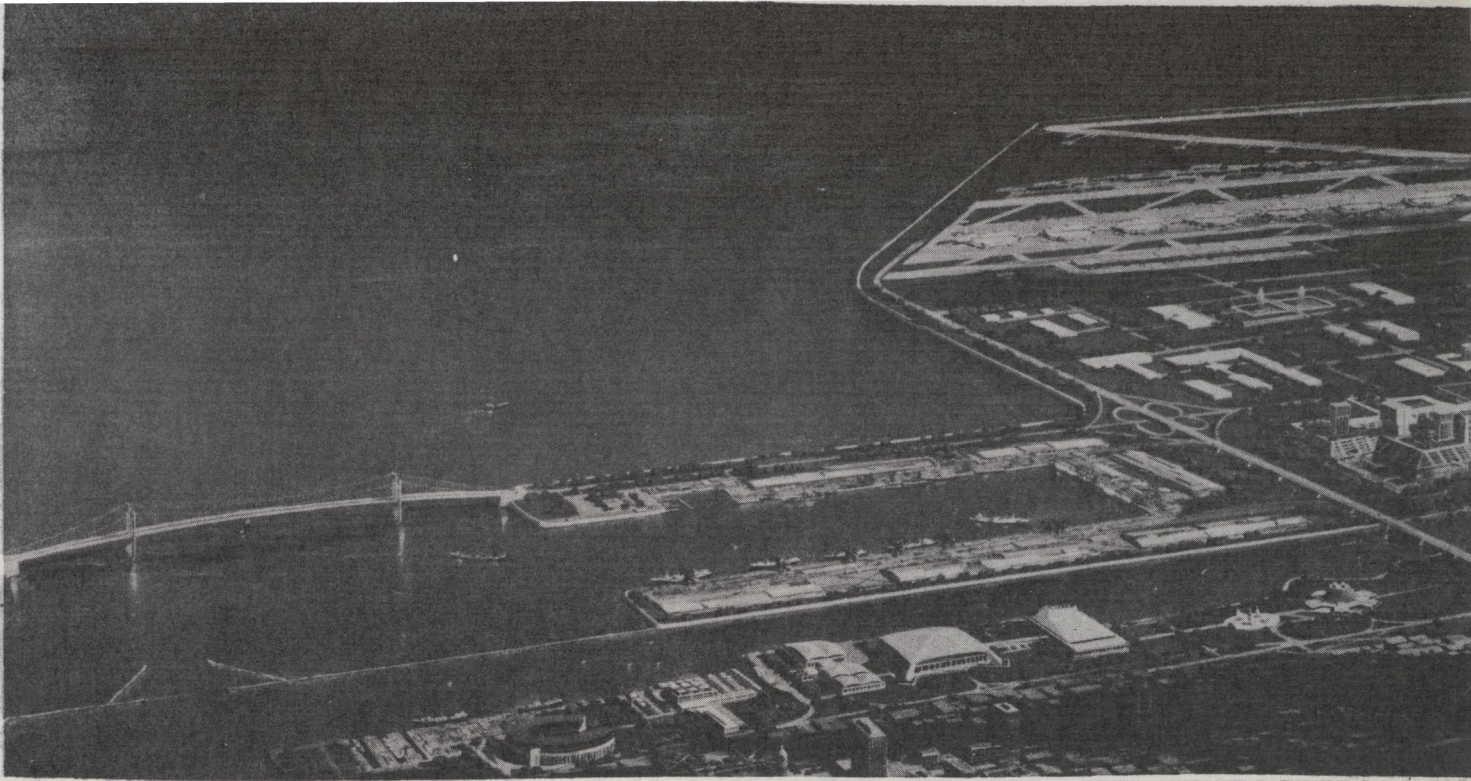
3. "Consideration should be given to the City's divesting itself of certain existing capital, as well as to the need for investing in additional capital."

Initially, the planning Commission staff entered into an analysis of the Muny Light Plant with the view that it should be sold to CEI and the proceeds used to finance needed capital improvements of another type. It quickly became apparent, however, that the cost of this action to City residents and the City itself in the form of increased costs of electricity would be startling.

The staff then expanded its analysis to include the comparative advantages of maintaining Muny Light as it is (with modification and investments necessary to improve their reliability), or expanding Muny Light service to the entire City with the acquisition of certain CEI facilities.

*Harvard Yards at East 49 Street — Facility Review and Recommendations.

*Urban Solid Waste Collection and Disposal



The feasibility of expanding Muny Light to a citywide power system and the benefits which would then accrue to City residents and local government are documented in the CIP. The costs of selling Muny Light to CEI are implicit in that analysis.*

It is clearly obvious to all that the City's capital investment needs far outstrip our resources: The 1973-78 capital needs as assessed by operating department heads, will amount to several times the amount which the City could reasonably afford with present tax rates.

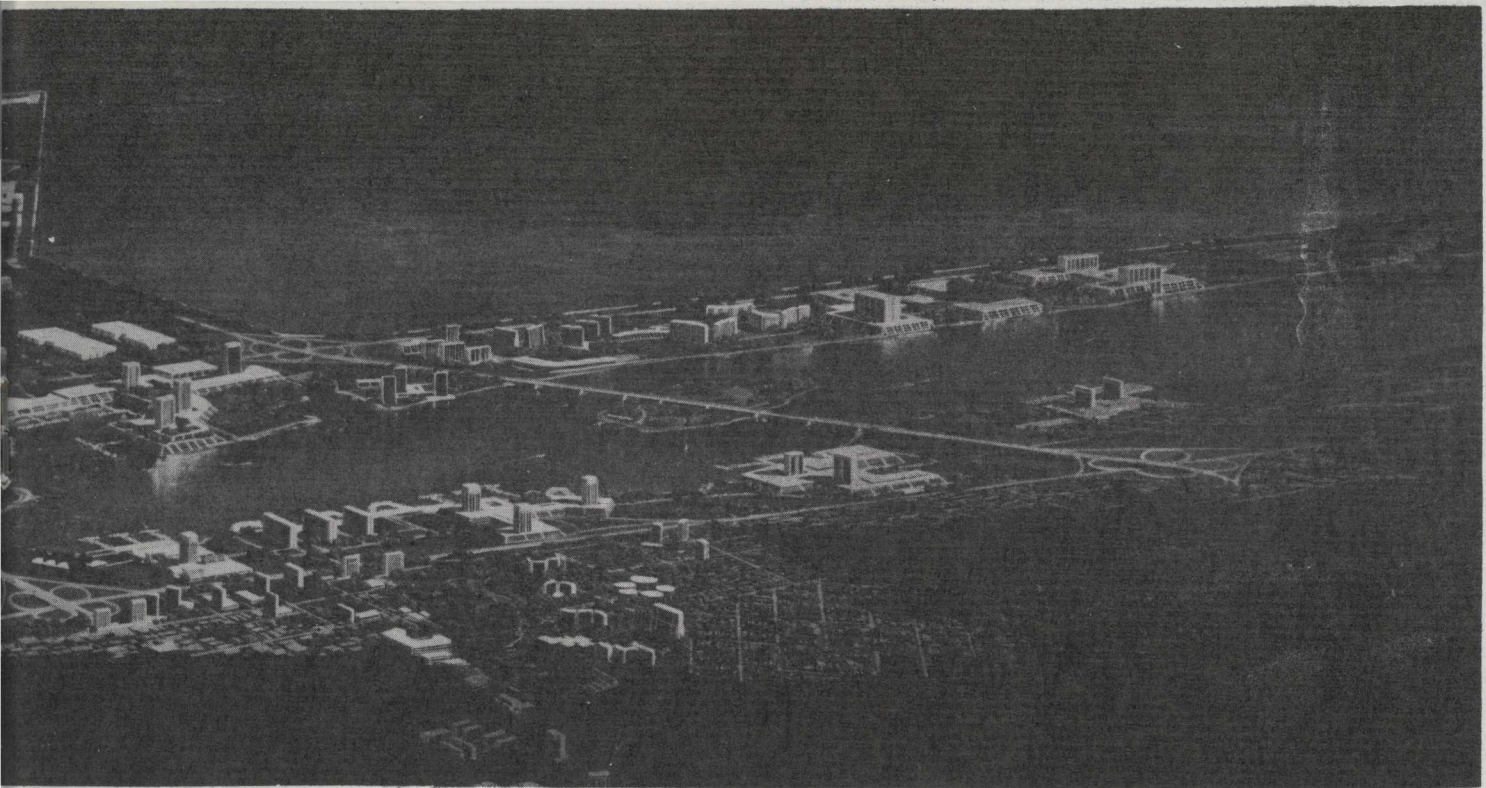
Still, the City's legitimate needs do not disappear when funds are not available. Though the Commission recognizes the impossibility of accomplishing all that is needed in the six years scheduled for this program, it still maintains the list of needs as an unfinished agenda.

Turning to another important area, that of housing, the City Planning Commission in 1972 analyzed existing housing subsidy programs now being used in Cleveland as well as the phenomenon of residential abandonment. Two reports emerged from this effort:

1. Housing for Low and Moderate-Income Families:
Analysis of the Problem, Failure of Present Programs and Proposed New Approach
2. Residential Abandonment in the City of Cleveland:
Analysis of the Problem and Recommendations

The first of these reports called for a national program of housing allowances and made explicit the costs of an adequate program in the City of Cleveland. During 1972 members of the staff with the strong support of Mayor Perk, negotiated with Department of Housing and Urban Development officials in Washington for Cleveland to be designated as one of the six Demonstration

*An Expanded Electric Power System for the City of Cleveland



Housing Allowance Cities in the Country. We have been assured full consideration when the final determinations are made.

The second report dealing with residential abandonment, led to new and intensive demolition efforts by the City's Department of Community Development. At the recommendation of the Planning Commission, the City Administration budgeted \$1.5 million of its First Year General Revenue Sharing Funds, for demolition of vacant and vandalized buildings. Members of the staff are now working with the City Law Department and the Law School at Case Western Reserve University to simplify the legal entanglements and reduce the steps leading to demolition.

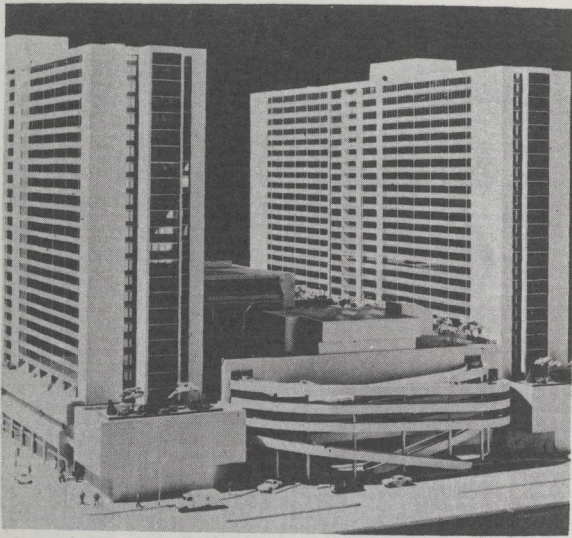
The vital issue of transportation — especially as it affects the transit-dependent population — was dealt with in considerable detail in 1972, and Commission interest in this area will continue. Two publications resulted from staff research efforts:

1. *Transportation and Poverty*
2. *A Proposal to Increase Mobility of the Transit-Dependent Population in the City of Cleveland*

These reports helped provide both the philosophical viewpoint and the technical context for a series of proposals aimed at improving the mobility of individuals and families without regular access to an automobile. The simple, yet compelling, argument upon which these efforts are based is the fact that the national majority, in opting for an automotive civilization, has unwittingly caused a sharp reduction in the mobility of the non-driving minority. These non-drivers — the elderly, infirm, poor and very young — have been injured in a real sense by national transportation policies. It is this group — which makes up about 35 percent of Cleveland's population — which must be the prime beneficiary of changes in transportation policies.

The staff and the Planning Commission have consistently argued this position at the highest level and will continue to do so.





current planning division

During the year the Current Planning Division worked closely with the Cleveland Board of Education in reviewing and evaluating their school building program and recommending specific sites for new construction.

In liaison with the School Board, the Current Planning Division, helped select ten new school sites; including F.D. Roosevelt Junior High, Case Elementary, Clark Elementary, East Clark Elementary, East High, Seltzer Elementary, Scranton Elementary, Supplementary Education Center, Wade Park Elementary and Waverly Elementary.

Similarly, planning and review services were rendered to the Cleveland Health Department for the development of comprehensive health centers, and to the Cleveland Department of Public Properties in developing its open space programs. The Current Planning Division also continued to review potential sites for fire and police stations, and its work was instrumental in selecting the final sites for the First and Fourth District Police Stations.

Special activities undertaken and completed in 1972 by the Current Planning Division include:

1. Participation with Parks and Recreation Divisions in establishing conditions for federally required 4-F clearances in acquisition of freeway rights-of-way from park and recreation areas; such as Tuland Playground, Belmont Playground, Buckley Playground and West 11-Clark Playfield.
2. Study and report on proposed land exchange between Forest City Hospital and Forest Hills Parkway.
3. Brookside Park Police Pistol Range - Study for alternate sites.
4. Alternate site study regarding East End Development Foundation and Ambler-Holton Playground.
5. Municipal Stadium Sports Complex Site Study in collaboration with the Departments of Community Development and Public Properties.
6. Alternate site study for State Highway Department Freeway Maintenance Yard.
7. Ohio State Office Building - alternate site study.
8. Industrial Park Study for Ridge Road - Brookside Park Area.
9. Retail Study along Lee Road and Harvard Avenue including photo study of all retail frontages on major thoroughfares, including montage photo mount.
10. Reviewed construction plans for sections of I-90 and I-290.
11. Participated in meetings and review of proposed improvements for Downtown Traffic Implementation Program.
12. Study for West 140th-Lorain Avenue intersection improvement.

The Current Planning Division has redefined its neighborhood unit of analysis for approximate conformity with the census tracts on which the U.S. Department of Census reports its data. The Commission is in the process of projecting population by age, race and sex on the basis of these small areas to the Year 2000. These detailed population estimates will then be used as a basis for programming capital and functional needs for the neighborhoods. Phase I of this *Small Areas Population Projection* is complete and full completion of the report is expected in Spring, 1973.

The Current Planning Division has brought to the point of completion a series of data and facility map books for each of Cleveland's thirty-three Wards. Aware that the basic unit of political relevance in this City is the Ward, the staff reproduced as much data as possible on a Ward basis. This was made possible by assembling all U.S. Census data on a City block basis, than assembling the block data by computer into Wards. It is our hope that this information will equip the legislative branch of local government to better understand its problems and responsibilities.

mandatory referrals

The Charter of the City of Cleveland specifies that all bills affecting the Comprehensive Land Use Plan, street plans, subdivisions and the purchase and sale of City-owned land must be submitted to the City Planning Commission. In 1972 these "Mandatory Referrals" consisted of:

1. A total of 175 pieces of legislation which were referred to the Planning Commission and acted upon.
2. Twenty-five special reports which were prepared in support of or against specific pieces of legislation.
3. Sixty-five pieces of legislation which were given staff review and were administratively approved by the Planning Director.

zoning

In keeping with its Charter-delegated responsibilities, the City Planning Commission spent a significant part of its energies in reviewing and recommending to Council changes in the City's Zoning Ordinance. The scope of that work is shown below.

Zoning Ordinances:

Prepared	35
Approved	22
Disapproved	3

In addition, the Zoning and Land Use Control Division:

- Made studies and prepared legislation amending the Zoning Code relating to changes and amendments to the Zoning Maps. "Conditioned upon a Site Development Plan approved by the City Planning Commission and City Council."
- Made studies and prepared legislation to add a University (College) Retail District to the Zoning Ordinances. "Permits retail uses that relate to the University or College needs, with adequate controls to protect the surrounding areas."
- Off-Street Parking Committee made studies and recommendations on three proposals requesting relief from parking requirements. "Recommended approval of two, disapproval of one."

other staff functions

The City Planning Commission traditionally has provided a variety of services for other agencies and departments within and related to City government. In 1972, those services were continued and expanded.



The staff of the Planning Commission designed a prototypical real property inventory system which will be used to develop and quickly recapture by computer a wide variety of data for each parcel in the City of Cleveland. A publication entitled, *A Framework for the Design and Implementation of an Urban Information System* has been published. When fully operational, the computer-generated real property file will be correlated with a mapping system which will locate each City parcel in space.

The Research and Special Projects Division provided service to a regional committee set up to make the broadest possible use of the 1970 Census data, including an updated description of the quantitative and qualitative characteristics of Cleveland's population, labor force and housing, as they relate to the City's major land uses.

Among other activities, the Division discovered that the redistricting of Councilmen's wards taking place in 1971 was incorrect as it allocated population disproportionately. The Division also issued a number of reports dealing with population and housing by wards, neighborhoods and census tracts.

The City Planning Commission's staff played an important role in connection with setting up the Five-County Transit Study now underway. The Study, financed by a \$500,000 Department of Transportation Grant, will develop an overall transportation plan that includes a study of transit options, parking problems in the Central Area and considers the city's transportation goals in a metropolitan context; but with emphasis on the transit-dependent part of the City's population.

As in previous years, the staff of the Planning Commission continued to render services to the Northeastern Ohio Areawide Coordinating Agency (NOACA). The Commission's participation in the decision-making process of this body helped to insure useful direction in its efforts to develop the city and metropolitan area. In this regard, the Planning Director was asked to present a paper on Cleveland's relationship with NOACA at the Detroit Conference (1972) of the American Society of Planning Officials. ASPO later reprinted the paper in its November Newsletter.

The Cleveland City Planning Commission attempts to make as much information about the City and its present and future plans available as possible in order to fulfill its responsibilities to develop and further the understanding of the planning process and the implications of planning programs on the people of the City.

Members of the Commission staff provide talks and present slides to community, church and educational groups, upon invitation within the City and at the Commission offices. The staff is available to answer questions and be of aid to interested parties.

In addition, extensive map files are maintained, containing base maps as well as information displays. Reports released by the Planning Commission, covering special studies, activities and analysis of Census information are available at the Commission offices or on request.



fine arts advisory committee

The Fine Arts Advisory Committee was set up in 1945 to advise the Planning Commission on matters of architectural, landscape and graphic design. By Charter and by Ordinance the Planning Commission must review the design of all buildings erected in the City with public funds; it must review projects built in urban renewal areas in cases where land acquisition and resale are handled through the Federal and City governments; and the Commission must review all exterior signs, building remodelings and new construction in the two contiguous Public Land Protective Districts which comprise a large part of the Central Business District. It is the function of the Fine Arts Advisory Committee to advise the Planning Commission in these matters.

During the year over twenty meetings of the Committee were held. About 85 separate cases were reviewed of which 35 were for new construction, 22 were for remodeled construction and 28 were signs. Actually more individual agenda cases were reviewed, but these were cases that were resubmitted one or more times until the Committee and the sponsors reached agreement.

A Sign Subcommittee was started in 1972 in an effort to lighten the agendum of regular meetings and to provide better service for sponsors. Special sign meetings are called only when there is sufficient demand, but the experiment appears to be successful and has been continued.

Robert C. Gaede, an architect and Committee member for over ten years resigned in 1972. The Committee expressed thanks for his unselfish service in the interests of good design.

The repeated efforts of the Committee achieved a reworked and more successful scheme for the Cuyahoga County Criminal Justice Center. As a by-product the public was again made aware of the need for good design for public buildings.

Joseph W. McCullough is the Chairman of the Committee and Director of the Cleveland Institute of Art. Viktor Schreckengost is the Vice Chairman, and is an industrial designer. Joseph Ceruti, Robert A. Little, Robert P. Madison, Fred S. Toguchi and Peter van Dijk are the architect members of the Committee. Dr. Sherman E. Lee is the Director of the Cleveland Museum of Art and is an art historian. William E. Ward is a graphic designer and William A. Behnke is a landscape architect. Wallace G. Teare, an architect and member of the Planning Commission is an ex officio member of the Fine Arts Advisory Committee, and Edward A. Reich is the Secretary.

cleveland landmarks commission

By an ordinance enacted in 1971 the Cleveland Landmarks Commission was established. The ordinance provides that the Director of Planning be the Secretary of this body and that the Director may name an alternate to act as Secretary of the Landmarks Commission in his stead. Mr. Krumholz appointed Edward A. Reich as his alternate to the Commission, and Mr. Reich is responsible for carrying out the administrative duties of this body.

1972 publications

- *Housing for Low and Moderate Income Families – Analysis of the Problem, Failure of Present Programs and a Proposed New Approach*
- *An Expanded Electric Power System for the City of Cleveland*
- *Capital Improvement Program*
- *Traffic Access and Considerations for the Criminal Justice Center*
- *Residential Abandonment in the City of Cleveland; Analysis of the Problem, Recommendations*
- *Transportation and Poverty*
- *A Proposal to Increase Mobility of the Transit-Dependent Population*
- *Urban Solid Waste Collection and Disposal*
- *A Computer Program to Direct Housing Code Enforcement Policies*
- *Residential Action Program – Near West Side*
- *Two Percent Household Summary – Attitudes and Opinions of Cleveland Households*
- *A Picture of Residential Vacancy – City of Cleveland*
- *Population and Housing Data by Wards and Neighborhoods*
- *SYMAP Program*
- *Harvard Yards at East 49 Street – Facility Review and Recommendations*
- *The Family Assistance Plan and the City of Cleveland*
- *The Agrico Proposal for Industrial Land Development*

city council

President of Council – Honorable George L. Forbes
Clerk of Council – Mrs. Mercedes Cotner

Ward 1	Francine M. Panehal	Ward 18	James H. Boyd
Ward 2	Joseph A. Lombardo	Ward 19	Basil M. Russo
Ward 3	Michael Zone	Ward 20	George L. Forbes
Ward 4	Francis E. Gaul	Ward 21	Odus Townsend
Ward 5	Michael L. Climaco	Ward 22	Donald O'Malley
Ward 6	Theodore E. Sliwa	Ward 23	Robert A. Novak
Ward 7	Dennis J. Kucinich	Ward 24	Chester Herrod
Ward 8	Mrs. Margaret McCaffery	Ward 25	Sidney Frost
Ward 9	Richard M. Harmody	Ward 26	Lawrence W. Duggan
Ward 10	William Franklin	Ward 27	Cesar Moss
Ward 11	James H. Bell	Ward 28	Carol A. McClendon
Ward 12	Charles V. Carr	Ward 29	Paul T. Haggard
Ward 13	Robert C. McCall	Ward 30	John E. Barnes
Ward 14	Joseph M. Kowalski	Ward 31	Gerald T. McFaul
Ward 15	Ralph J. Perk, Jr.	Ward 32	John J. Prince
Ward 16	Robert D. Lavdis	Ward 33	George L. Blaha
Ward 17	Carrie Cain		

